R4800-2

## READING

In what has been called "the first attempt to assimilate all existing research on reading" for the general public, a new report argues the nation could take a significant step toward universal literacy if it used more effectively the knowledge and techniques now available.

See Page 5.

## REMEMBERING

Twenty years ago, President Lyndon B. Johnson, as part of his "war on poverty," launched a bold experiment to reach out to millions of young children "lost in a gray world of poverty and neglect, and lead them into the human family." For an 8-page special report on Project Head Start then and now:

See Page 15.

# EDUCATION WEEK

*American Education's Newspaper of Record* Volume IV, Number 33 · May 8, 1985

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## Justices Clarify Placement Rights Of Handicapped

### *Say Parents' School Choice May Be Justified for Child*

By Alina Tugend

WASHINGTON—Parents of handicapped children who unilaterally take them out of public schools and place them in private schools can be reimbursed for tuition if such transfers are later determined to have been in the child's best interest, the U. S. Supreme Court ruled last week.

However, the Court added, parents are not entitled to such payments if hearing officers or judges rule that the student's public-school programs were "appropriate" as defined by the Education for All Handicapped Children Act of 1975, P. L. 94-142.

#### Unanimous Opinion

In a unanimous opinion written by Associate Justice William H. Rehnquist, the Court ruled in *School Committee of the Town of Burlington* v. *Department of Education of the Commonwealth of Massachusetts* (Case No. 84-433) that P. L. 94-142 "was intended to give handicapped children both an appropriate education and a free one; it should not be interpreted to defeat one or the other of those objectives."

"It would be an empty victory to have the court tell [parents] several years later that they were right but that these expenditures could not in a proper case be reimbursed by the school officials," the opinion stated.

But the Court also warned that parents who unilaterally move their child from one placement to another without the consent of the local or state board do so "at their own financial risk."

#### History of Case

The case dates from 1976, when the parents of Michael Panico, then 5 years old, determined that their son had learning disabilities. The parents disputed the local school board's individual-education plan, which would have placed Michael in a special-education class in a public school for the 1979-80 school year. They placed him in a private school without the board's permission. *(See Education Week, April 3, 1985.)*

The parents' placement was upheld by a state hearing officer, then appealed by the local school board to the U. S. Court of Appeals for the First Circuit. For procedural reasons, it went twice to the First Circuit Court.

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*Who Decides? Who Pays?*

## Top-Down Reforms Rekindle Old Debate for Local Boards

By Linda Chion-Kenney

Two years ago last month, a federal document decrying the mediocrity of American public schools set off a nationwide reform movement that has generated hundreds of new state laws and regulations governing precollegiate education.

For school-board leaders and others charged with implementing those mandates at the district level, the legislative activism has renewed an old debate over the governance of public education and the degree to which the tradition of "local control" is being eroded.

Many of the more than 100 local education officials interviewed in an informal *Education Week* survey—including leaders of school-board associations in 49 states—agree that the spate of state mandates in areas such as curriculum, instruction, testing, school management, and personnel evaluation and compensation has infringed upon their autonomy.

"The legislature has taken over and tried to control everything in God Almighty's world," says J. E. Osborn, a school-board member in Sunray, Texas.

But school-board leaders differ widely in their assessment of the significance of the broadened state role.

Some argue that the complex new regulatory climate reflects the legitimate state responsibility for education and is bringing more state dollars for schools.

*Continued on Page 24*

***State mandates have brought new course requirements in science.***

**CHANGING COURSE**
An occasional series on the effects of the reform movement

## 'All-Black' Education Agenda Advocated

### *Press for Excellence Seen at Odds With Equity Goal*

By J. R. Sirkin

WASHINGTON—The excellence movement threatens 20 years of progress toward equity in education and the well-being of a generation of black youths, a group of black educators has charged.

Speaking at the annual meeting here of the Association of Black Foundation Executives late last month, Norman Francis, president of Xavier University of Louisiana, who was a member of the National Commission on Excellence in Education, called for "all-black" solutions to the problem of attaining excellence in education for black students.

"The educational deprivation in many urban centers parallels the hunger in Ethiopia today," Mr. Francis said. "Blacks must set national and local agendas for the way excellence is achieved. . . . It is certainly good for us, but it is good for the nation as a whole."

"It's imperative that black educators define the problem and outline solutions," agreed Donald H. Smith, president of the National Alliance of Black School Educators. "We cannot trust others to save our children. We must save them."

Other speakers said they perceived the development of a two-tiered education system, accelerated by the reform movement, in which blacks either drop out or are concentrated in special-education classes, while white students prosper.

Black youngsters are "locked into low-level tracks, money is going into gifted-and-

*Continued on Page 27*

## AACTE Endorses Tougher Standards, Teachers' Exam

By Cindy Currence

WASHINGTON—The executive committee of the American Association of Colleges for Teacher Education has unanimously endorsed a proposal that would require all new teachers to pass a national professional examination, similar to those required by the medical and legal professions.

But in announcing their endorsement last week, committee members also said the proposal is "too limited" and called for a national certification program that would be mandatory for all new teachers and optional for all teachers currently in the profession.

The national certification program proposed by the five-member AACTE committee would require prospective teachers to meet other standards in addition to those posed by a professional examination.

The AACTE executive committee suggested that to gain "national certification," teachers would also have to graduate from a college of education approved by the National Council for Accreditation of Teacher

*Continued on Page 27*

## A.F.T. Head Backs Voucher Proposal For Public Schools

By Cindy Currence

Albert Shanker, president of the American Federation of Teachers, has told A.F.T. members that he supports the concept of a public-school voucher plan.

Mr. Shanker's endorsement of the idea, contained in a speech he made late last month at a meeting of the A.F.T.'s New York State affiliate, marks the first such comment by a national teacher-union leader.

In an interview last week, Mr. Shanker elaborated on the speech, in which he said that he supports a system that would allow students to "move from one school to another and from one district to another within the public system." He said his endorsement represents "a substantial change" in his thinking on the issue.

He also said in the interview that he has decided to support choice in public schools because he believes it will help "profession-

*Continued on Page 26*

## IN SUMMARY

**Defending Choice . . .**
The Rev. Jesse L. Jackson has defended Hartford, Conn., parents who enrolled their children in a neighboring district and has encouraged others to follow suit. Story on Page 6.

**. . . And Voting for It**
The Iowa Senate has approved a bill that would allow parents to send their children at no cost to neighboring districts that offer more comprehensive curricula. Story on Page 6.

**The Rights of Aliens**
A California Superior Court judge has ruled that the state's public universities violated the constitutional rights of undocumented in-state aliens by charging them out-of-state tuition. Story on Page 7.

**Lawmakers' Education Agenda**
Legislatures in Hawaii, Indiana, Montana, and West Virginia increased outlays for education, and lawmakers in Kansas approved a controversial school-finance bill. Story on Page 8.

**Consolidation in Nebraska**
The governor of Nebraska signed into law a school-consolidation and state-aid bill that is expected to affect hundreds of the state's small, elementary-only rural districts. Story on Page 9.

**Missouri Money Woes**
And in Missouri, the governor, while pledging his support for school reform, is concerned over the costs of the education measures under consideration by the legislature. Story on Page 9.

**Cheese Souffle and a Chocolate Shake**
A diner in downtown Baltimore serves as a popular eatery for local citizens, while giving vocational-education students a chance to learn the restaurant business. Story on Page 10.


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# THE WEEK

## FEDERAL

### Bennett Marks 2nd Anniversary Of 'Nation at Risk'

In a prepared statement marking the secondary anniversary of the release of the report of the National Commission on Excellence in Education, Secretary of Education William J. Bennett questioned whether the nation will soon tire of education reform and "move on to some other problem or crisis."

But despite what he termed the country's "short attention span," the Secretary said he is optimistic that the focus on schooling will continue, "because we know that what is at stake now is nothing less than the well-being of our children."

Mr. Bennett praised the growing involvement in schools of parents and community members, who, he said, are making known "the things they expect children to learn in school." Such involvement is "in fact, in the end, the only prospect for real improvement," he added. "We can't fix our schools by simply laying the blame at the schoolhouse door."

## STATES

### Oklahoma Voters Approve Change in Budget Formula

Oklahoma citizens last week approved an initiative to change the state's budget-balancing formula that lawmakers say will ease a predicted $121-million budget shortfall.

According to a spokesman for Gov. George Nigh, initial results of the vote indicate that about two-thirds of the 600,000 people who voted favored the changed formula.

Prior to the adoption of State Question 587, a strict formula dictated how much money the legislature could appropriate. According to Representative Steve Lewis, the old budget formula gave too much weight to the state revenue of previous years and not enough weight to current economic indicators.

The revised formula is more flexible, according to state officials, and gives more weight to detailed estimates of expected revenue.

A report by the House Appropriations and Budget Committee, released late last month, predicted a $121-million budget shortfall under the former funding formula.

The report said that if the budget fell short, state funding for school libraries, computer education, early-childhood programs, vocational education, and higher education would have to be cut.

## NATIONAL

### Catholic Leader Urges Reagan To Reject Proposals

The president of the National Conference of Catholic Bishops has urged President Reagan to reject the parts of the Treasury Department's tax-reform proposal that could reduce the incentive for individuals to give to private charitable, educational, and religious agencies.

In a recent letter, Bishop James Malone of Youngstown, Ohio, told the President that now is not the time "for the federal government to take money away from private charity."

The Catholic Church in the United States maintains 237 colleges and universities, more than 1,500 high schools, and 8,000 elementary schools. In addition, the church operates 710 hospitals, 121 nursing schools, 560 homes for invalids, and 190 orphanages and infant asylums. This charitable work is supported primarily through voluntary giving, according to the letter.

Changes in the tax treatment of charitable donations contained in the Treasury Department proposal "can have the result of reducing the support of private charity and impairing the ability of donors to continue their generosity," the Bishop argued.

He cited a study commissioned by Independent Sector, an umbrella organization for 600 nonprofit institutions, that estimates that the tax plan would result in a 20 percent, or $13-billion, decline in the annual income of private charities from contributions.

### Program To Promote Health Education In Schools Unveiled

The Metropolitan Life Foundation, the philanthropic arm of the Metropolitan Life Insurance Company, has launched a four-year, $4-million program to promote health education in the nation's schools.

The purpose of the program, which will be financed by the foundation, is "to promote comprehensive health education in the schools, not just drug or alcohol related education," said Elisabeth J. Gabrynowicz, spokesman for Metropolitan Life.

In its first year, the program, entitled "Healthy Me," will award grants to schools that already have what are deemed to be "excellent" health-education programs, Ms. Gabrynowicz said. After the initial year, grants will be given to help selected schools start such programs and aid individual teachers who seek further training in health education, she said.

An undetermined amount of the program's funding will be spent developing materials to enhance health-education curricula, Ms. Gabrynowicz said.

The award recipients will be determined by a committee of 10 health professionals, headed by Marian V. Hamburg, chairman of the department of health education at New York University.

### 530 High Schools Win Cash Prizes In California

Nearly half of California's 1,142 high schools have won cash prizes from the state because of their seniors' improved performance on the December 1984 statewide assessment exam, the department of education has announced.

Although California has had an assessment program for 10 years, this is the first year the state has rewarded schools for improving their scores. Funds for the Education Improvement Assessment Program were included in the omnibus education reform package the legislature passed in 1983.

"Money seems to talk everywhere else . . . and sure enough it worked here," said William Burson, a consultant for the state education department.

A total of $14.4 million will be distributed to 539 schools in California, based in part on the degree of improvement and the number of students tested, Mr. Burson said. The schools receiving funds are required to set up committees of students, parents, and teachers to decide how to spend the state funds.

All schools administer the test, and all but five of the state's 382 districts participated in the program, Mr. Burson said. One school that did not participate, Live Oak High School of the Morgan Hill Unified School District, was mistakenly announced as having won $22,623; its officials refused the award.

"It's not that we don't need the money," said H. James Crow, the district's assistant superintendent. "We felt it was not an appropriate way to give attention to improved achievement."

### California Unions Seek Referendum For School Funds

Nine of California's largest teachers' unions, a group representing affiliates of both the American Federation of Teachers and the National Education Association, plan to seek a tax-reform initiative "to secure adequate long-term funding" for public schools.

According to Wayne Johnson, president of United Teachers-Los Angeles, the union leaders are in the process of writing the initiative

# HEAD START AT 20

All photographs in this section courtesy of the U. S. Department of Health and Human Services

"The success of this year's program and our plans for years to come are symbols of our national commitment to the goal that no American child shall be condemned to failure by the accident of birth."

—President Lyndon B. Johnson, 1965

*"At first hand, I have seen battered, severely beaten, rat-bitten, immobilized, fearful, scattered and disorganized, sexually overstimulated, and raggedly clothed children who are unable to learn much until they and their families can be stabilized and helped to a better level of living. . . . Others have never had toys or eating utensils, never been outside of the narrowest slum neighborhood, never developed the basic awareness of a healthy world and its resources that middle class children have before they enter school.*

*"I have seen how Head Start and Parent-Child Centers have helped these children and their families, how they have successfully reached many of the so-called 'unreachables,' and have brought transformations in children's health, alertness, and capacity to learn."*

**—Lois Barclay Murphy, director, Division of Developmental Studies, Menninger Foundation, Topeka, Kan., and senior consultant, Infant Rearing Study, Children's Hospital of the District of Columbia, in a letter to the administrator of Social and Rehabilitative Services of the U. S. Department of Health, Education, and Welfare, 1969.**

Quotations are from recent interviews unless otherwise noted.

**BY ANNE BRIDGMAN**

In the summer of 1965, half a million disadvantaged children between the ages of 3 and 7 helped the federal government test a promising idea in the war against poverty: that children who lacked the basic medical, emotional, nutritional, or educational attention needed to perform well in school would benefit from a comprehensive preschool experience that combined these elements.

In what has since been called "the country's biggest peace-time mobilization of human resources and effort," President Lyndon B. Johnson's newly created Office of Economic Opportunity launched that July a project providing such an experience for children in 2,350 communities across the nation.

The experimental six- and eight-week learning programs employed not only the services of full- and part-time teachers, social-service agencies, and professional medical personnel, but also the talent and dedication of parents and community volunteers.

The undertaking, known as Project Head Start, was greeted in some quarters with skepticism because of its "idealism" and "hasty organization." But *Newsweek* magazine called it "the most promising foray" in Lyndon Johnson's war on poverty.

Today, 20 years and several Administrations later, the promising foray has become a political institution, sustained by a public appeal shared by few other Great Society initiatives.

Full-year Head Start programs have replaced the original summer programs and now operate routinely with community support in every state and territory. Some 9 million children and their families have been served by the program, and its proposed fiscal 1986 budget of $1.075 billion, though less than supporters say is needed, dwarfs the original federal outlay of $85 million.

Even the Reagan Administration, amid its budget-cutting victories of 1981, was forced by public and Congressional pressure to back away from a plan to make Head Start part of a block grant with reduced funding.

### 'Disarm the Curmudgeons'

The architects of Project Head Start, interviewed by *Education Week* on the eve of the program's 20th anniversary, say they are not surprised by the continuing public favor.

"I felt the program could become popular as well as effective," says Sargent Shriver, the O.E.O's first director. "It had the capacity to disarm the curmudgeons of the world." It is difficult to argue that poverty results from being "slothful, lazy, drug-addicted, or incompetent," adds Mr. Shriver, "when the object of your argument is a 5-year-old child."

Robert E. Cooke, a physician who served as chairman of the original Head Start planning committee, says Head Start's political success was a natural consequence of its sound foundation.

"It makes such good sense," says Dr. Cooke, now A. Conger Goodyear Professor of Pediatrics and director of the Robert Warner Rehabilitation Center at Children's Hospital in Buffalo.

The "good sense" of providing some form of early intervention in the lives of poor or neglected children was apparent to him, Mr. Shriver says, almost from the day in 1964 when President Johnson named him to head the new O.E.O.

The office had been authorized under the Economic Opportunity Act of 1964, legislation that also created such programs as VISTA and the Job Corps and

***Lady Bird Johnson, above, was named honorary chairman of Project Head Start. Above right, President Johnson's letter welcoming Sargent Shriver to the O.E.O. and charging him to direct a "total national drive against the blight of poverty."***

Dear Mr. Shriver: February 11, 1964

I am grateful that you have agreed to accept the appointment as my Assistant for purposes of heading our program to eliminate poverty, and also to continue as Director of the Peace Corps.

As my representative, you will direct the activities of all executive departments and agencies involved in the program against poverty. You will also be my representative in presenting to the Congress the Administration's view with respect to necessary legislation.

I have called upon all departmental and agency heads and their personnel to dedicate themselves to this great task, and to exert their maximum energies and resources to assist our fellow citizens who are ill-clad, ill-fed, ill-housed or to whom the door of self-improvement or opportunity is closed.

Since this campaign against poverty will be an important part of the work of the Cabinet, I am asking you to attend its meetings.

You will also undertake the coordination and integration of the federal program with the activities of state and local governments and of private persons, including the Foundations, private business and industry, labor unions, and civic groups and organizations. I ask that you invite their close cooperation; that to the extent that they desire, you integrate their efforts with our work on the federal level; and that you encourage joint planning, joint programs and joint administration, whenever feasible.

If this is done, I believe we can proceed as a total nation to solve our problem with the greatest possible speed, efficiency, and economy. A coordinated approach, closely integrating our efforts at all levels—private, local, state and federal—we will be able to utilize the maximum advantages of local participation and private enterprise and benefaction, and to avoid further centralization of functions in the federal government. I think these are important objectives for our nation.

The problem of poverty is a problem for all of us. It is so widespread that it is a federal problem; but it is not just a federal matter. It is also, and perhaps fundamentally, a problem for each citizen, for each business and labor union, each charity and Foundation, our churches and our clubs. All of these must be brought together in a total national drive for total national progress against the blight of poverty.

I shall, of course, consult and work closely with you on this program.

Sincerely,
Lyndon B. Johnson

*"Project Head Start is the most exciting, productive, and practical project any government can embark on. It will be the effort of volunteers and professionals throughout this country to reach out to one million young children, lost in a gray world of poverty and neglect, and lead them into the human family.*

*"Who are these children? They live in your hometowns. They are the children of families of low income or no income. Circumstance has stranded them on an island of nothingness. But the day comes when they arrive at the door of a school they probably never heard about. And, they are lost from then on.*

*"Some don't know even a hundred words because they have not heard a hundred words.*

*"Some don't know how to sit in a chair because they don't have as much as a chair.*

*"Some have never seen a book or held a flower.*

*"All of us—thousands of men and women in this country—can give patience, kindness, and a few hours of our time to start their minds growing. They have a wonderful potential.*

*"There is no more important task in our communities than for such children to hear a voice say: 'Come, take my hand!' "*

**—Mrs. Lyndon B. Johnson, honorary chairman of Head Start, 1965.**

was, in President Johnson's view, a way to "eliminate the paradox of poverty in the midst of plenty in this nation by opening to everyone the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity."

"Since it was clear that something like 40 percent of the people who were poor in America were children under 15 years of age," says Mr. Shriver, who now practices law in Washington, D. C., "it was obvious to me that you couldn't genuinely say you were running a war against poverty if you weren't doing something about children."

Knowing precisely what to do about children, however, remained elusive, Mr. Shriver recalls today, until one evening, he remembered a longitudinal study he had read, showing that early intervention in the lives of poor, mentally retarded children had been successful in raising their I.Q.'s

"I was stunned at the time," he says. "The study stuck in my mind, and I wondered if it might be applicable to non-retarded children."

### Planning Committee Set

In the fall of 1964, the former Peace Corps director named a panel of child-development experts, educators, and medical professionals to study the proposition and to plan a comprehensive early-intervention program for disadvantaged children. The panel members would be the early architects of Project Head Start.

Jule Sugarman, Head Start's first deputy director and now vice president of Hahnemann University in Philadelphia, says the composition of that panel was a key influence in setting the philosophy and direction of the program.

"The committee was dominated by people who believed in the importance of the total environment," Mr. Sugarman says. "If you had brought a group of public- and private-school superintendents together to plan it, I think it would have been a different program."

The chairman, Dr. Cooke, then chief of pediatrics of The Johns Hopkins Hospital, remembers the panel's charge: "to organize something that would attempt to break the cycle of poverty."

"What we tried to visualize was a comprehensive child-development effort," says Dr. Cooke. "That went far beyond simply preparing someone to do better in kindergarten; it went to the health of the child and the overall psychology."

"So little had been done for these children," he adds, "that, no matter what was done, it would be a vast improvement."

### 'Critical Po[illegible]n Cycle

By January 19[illegible], the committee had prepared a series [illegible] recommendations that later became the blueprint for Project Head Start. In that report, Dr. Cooke wrote: "There is considerable evidence that the early years of childhood are a most critical point in the poverty cycle. During these years, the creation of learning patterns, emotional development, and the formation of individuals' expectations and aspirations take place at a very rapid pace. For the child of poverty, there are clearly observable deficiencies in these processes, which lay the foundation for a pattern of failure, and thus a pattern of poverty throughout the child's entire life."

A very enthusiastic President Johnson gave his endorsement to the panel's report, Mr. Sugarman recalls, and appointed his wife, Lady Bird Johnson, honorary chairman of the program.

### 'An Astounding Response'

The original plans for pilot-testing

***Head Start's architects envisioned a program comprehensive enough to meet the multiple needs of all youngsters in poverty, yet flexible enough to allow for local control and adaptation to the sensitivities of the individual child. Early project manuals, at left, recommended that Head Start teachers bring a sense of humor and the vital ingredient of "warmth" to their work.***

*"I remember going out to Los Angeles [in 1965] to look at the operation of one of the earliest programs—it was right in the middle of the riots in Watts. The Head Start program, despite all the terrible social unrest, was operating as a force to bring the parents and the children and the staff and the rest of our society together. It was a striking contrast—all the disruption, and yet this program having enough appeal that everyone was working together. I thought it was a terrific demonstration of the power of a program that deals with children."*

**—Robert Cooke, former chairman of Head Start planning committee.**

the program that summer included only 100 communities. But after letters to the nation's school superintendents and health and welfare commissioners brought what Mr. Sugarman describes as "an astounding response," O.E.O. was forced to reconsider its approach.

The office decided to expand the project and sent government interns across the country that spring to find local agencies and individuals willing to run the summer programs with federal assistance.

"Because there was a visible Head Start center in almost every county in the country, it built tremendous political-grassroots support," says Mr. Sugarman. "That's one of the reasons Head Start has survived so well."

Another reason, Mr. Shriver contends, is the proven soundness over time of the planning committee's original approach.

"It's a testimony to the knowledge and experience of the people who put the program together," he says, "that the ingredients from the first days of Head Start are still today the essential ingredients."

### Comprehensive and Flexible

Head Start was designed, say its planners, to be comprehensive enough to meet the multiple needs that are common to disadvantaged children, yet flexible enough to meet the special needs of individual children, families, and communities.

To provide such flexibility, the development and operation of Head Start centers were designed to be governed by local entities—public agencies, private and nonprofit organizations, and school systems, through grants from the community-education division of the O.E.O.—and later from regional offices of the U. S. Department of Health, Education, and Welfare (now the Department of Health and Human Services) and, in some instances, from the Department's Indian and Migrant Program Division.

An introductory booklet distributed to communities in 1965 recommended that a center's daily activities include "group activities and individual work meant to meet the special needs of the children who have enrolled." Essentially, it said, activities should "improve a child's health, increase his understanding, and broaden his experiences."

In 1975, H.E.W. published a set of "performance standards" for Head Start centers that set forth the four components considered essential to providing comprehensive services for children and their families. These are education, health, parental involvement, and social-service assistance.

- **Education.** Head Start teachers—one for every 15 to 20 children—are taught to tailor the program's curriculum to the child's needs as well as the ethnic and cultural characteristics of the community. In the Head Start classroom, children are exposed to a variety of learning experiences meant to foster intellectual, social, and emotional growth.

The Head Start curriculum, more focused today than it was in 1965, introduces children to words and numbers, colors, shapes, animals, safety precautions, and other types of knowledge and awareness commonly assumed in their age group.

Head Start children are also encouraged to express their feelings and to interact with others to develop self-confidence.

Lori C. Robinson, now 25 and a Head Start teacher in Rockingham County, N. C., was one of the original 561,000 children participating in the summer Head Start programs of 1965. She remembers it as a time of "excitement,"

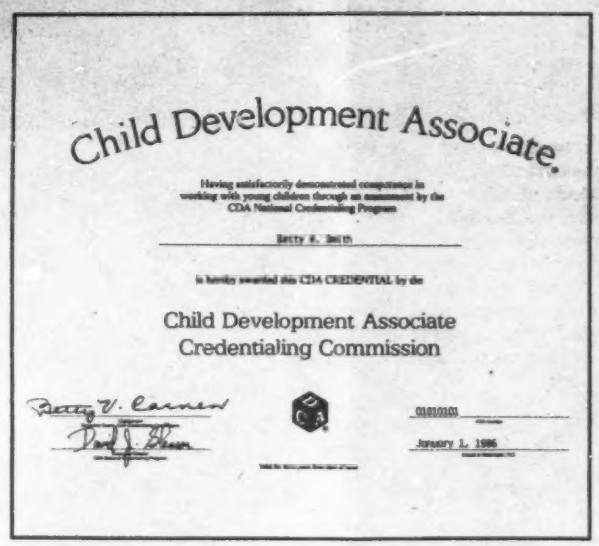
***Head Start has involved almost half a million parents and community volunteers since the program's inception. The Child Development Associate certificate is awarded for completion of a special teacher-training program. Head Start volunteers are awarded diplomas for their service.***

*"When I enrolled my son in 1968, they were also taking applications for aides, so I applied and became a teacher-aide. I fell in love with the program and the children. I liked the philosophies of Head Start. It was just a good feeling I had about the program. I felt I became a better parent because of it. I had a deeper understanding about childhood education, different ways of doing things positively. I hadn't really thought about being a parent before that."*

*"Just being there for the kids was the thing I remember as an aide. There were always those hugs and squeezes and compliments, seeing the children's faces when you told them something nice, when you smiled, just being with them."*

*"To me, Head Start is the greatest program the government sponsors. My life has changed because of it."*

**—Bonnie Ewing, director, Head Start, Nez Perce Tribe, Lapwai, Idaho.**


Child Development Associate

Having satisfactorily demonstrated competence in working with young children through an assessment by the CDA National Credentialing Program

Betty K. Smith

is hereby awarded this CDA CREDENTIAL by the

Child Development Associate
Credentialing Commission

Betty V. Canner

January 1, 1986

This Certificate is Awarded to

For outstanding volunteer service to Project Head Start during the past year

with field trips to visit the fire department and the police station, bus and train rides, medical check-ups, and tales read aloud from storybooks.

It was all, she says, "a first-time experience," and it helped her overcome her shyness and broaden her goals.

Disadvantaged youngsters, says a 1965 Head Start booklet, "need understanding, sensitive guidance, and skilled enrichment *now*, before they pay a needless price in school failure." The booklet singled out a sense of humor as a helpful attribute for Head Start teachers. The most important quality, it said, was "warmth."

Center staff members include: professional staff, such as teachers; volunteers, some of whom have special training; neighborhood residents, especially parents, who work as paid non-professionals or volunteers, either part- or full-time; and health professionals who donate their services to the program.

About one-third of the professional classroom staff members have degrees in early-childhood education or have earned a Child Development Associate (C.D.A.) credential. Another 16 percent are currently enrolled in C.D.A. training.

The C.D.A. program was initiated in 1972 because of mounting evidence that success in early-childhood-education programs is closely correlated to the quality of the teaching available.

In some localities, Head Start programs are specifically tailored to handicapped and bilingual students. Head Start also provides limited services to parents with infants and expectant parents. And in 1967, President Johnson endorsed Project Follow Through, a program for children in areas of acute poverty that would "follow them through" the early elementary grades to assure their adaptation to school.

● **Health.** Because many children from low-income families have never seen a doctor of any kind, Head Start's health-care component includes complete medical and dental examinations; screening for vision, hearing, and speech problems; psychological evaluations; immunizations; and treatment for identified health problems.

Statistics for the program's first five years show that medical problems were found in 43 percent of the children enrolled.

The established link between nutrition and mental proficiency is the basis of Head Start's meals program. Children attending receive a minimum of one hot meal and snack per day, meeting at least one-third of their daily nutritional needs. And parents are taught by trained nutritionists how to plan and prepare healthy meals at home.

● **Parental Involvement.** The Head Start planning committee considered parental involvement one of the program's most important components, according to Dr. Cooke. "We felt that the impact of Head Start as a brief exposure would not have any lasting benefit unless we altered the way the parents saw the child," he says.

Today, says Helen Taylor, executive director of the National Day Care Program, which serves children in eight Head Start programs in Washington, D. C., "parental involvement is one of the program's strongest benefits. Head Start parents can get involved totally with their children."

Parents serve the centers in a variety of ways—from serving on parent-policy committees that work to develop budgets and administrative policy, to helping publish center newsletters and serving as classroom volunteers.

"It's not just a program for children," Ms. Taylor says. "We believe parents are the prime educators of their children."

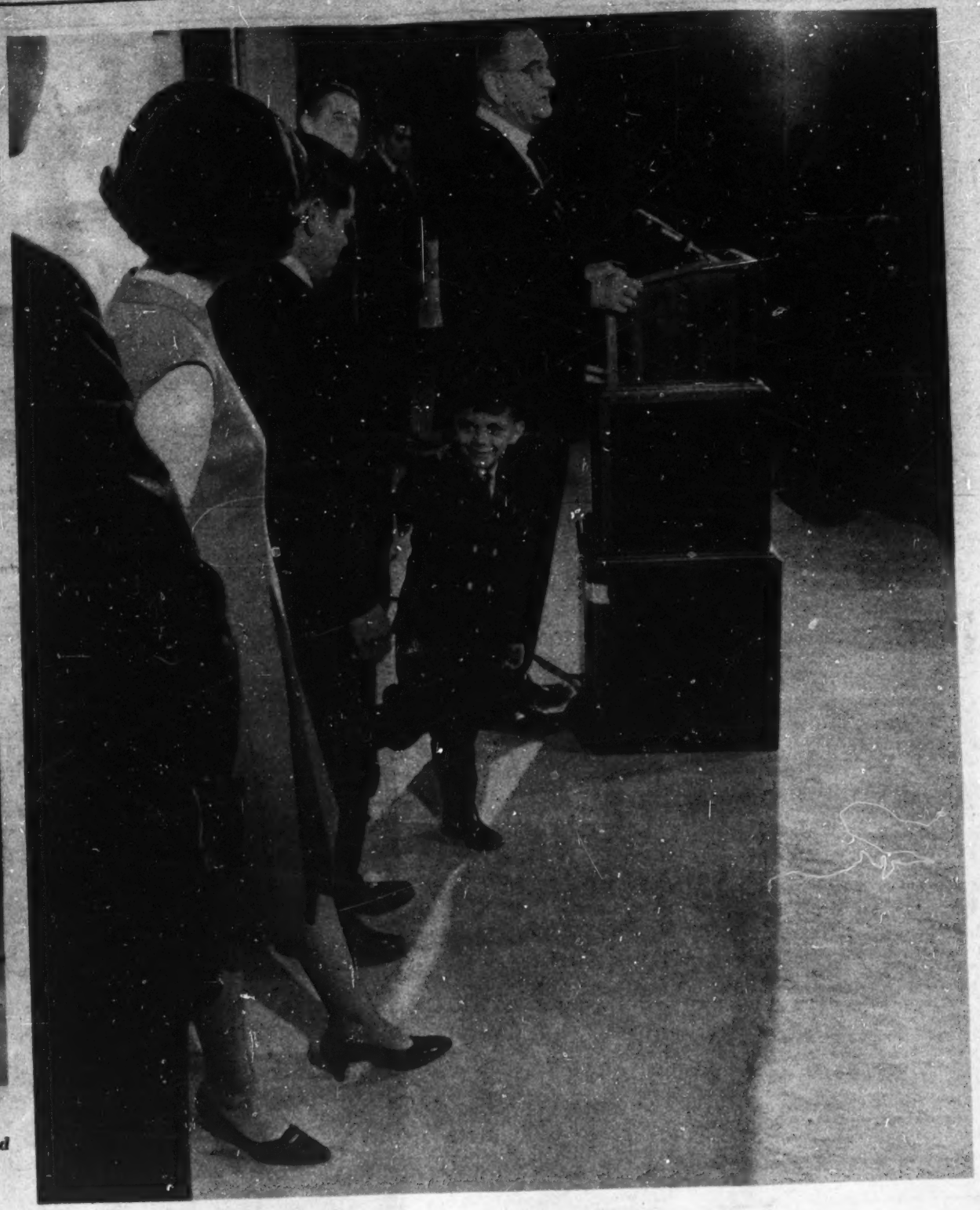
*"Sure, it's a Scotch-tape type of program, but the children are getting a lot of love and attention, and who needs it more?"*

—Chicago volunteer, 1965.

## Head Start Enrollment and Funding Levels 1965 to 1986

| Fiscal Year | Enrollment | Congressional Appropriation |
|---|---|---|
| 1965 (summer only) | 561,000 | $96.4 million |
| 1966 | 733,000 | 136.9 million |
| 1967 | 681,400 | 349.2 million |
| 1968 | 693,900 | 316.2 million |
| 1969 | 663,600 | 333.9 million |
| 1970 | 477,400 | 325.7 million |
| 1971 | 397,500 | 360.0 million |
| 1972 | 379,000 | 376.3 million |
| 1973 | 379,000 | 400.7 million |
| 1974 | 352,800 | 403.9 million |
| 1975 | 349,000 | 403.9 million |
| 1976 | 349,000 | 441.0 million |
| 1977 | 333,000 | 475.0 million |
| 1978 | 391,400 | 625.0 million |
| 1979 | 387,500 | 680.0 million |
| 1980 | 376,300 | 735.0 million |
| 1981 | 387,300 | 813.7 million |
| 1982 | 395,800 | 911.7 million |
| 1983 | 414,950 | 912.0 million |
| 1984 | 442,100 | 995.7 million |
| 1985 | 448,250 | 1.075 billion |
| 1986 (projected) | 448,250 | 1.075 billion |

SOURCE: U.S. Department of Health and Human Services



***In August 1965, President Johnson announced that Head Start's summer programs would be extended to full-year programs and that they would become a permanent part of the nation's educational system.***

And research is showing that the educational involvement of Head Start parents continues. In a 1978 follow-up study, for example, 82 percent of the former Head Start parents surveyed said they had visited their child's elementary school to meet with the teacher.

Moreover, some 29 percent of Head Start staff members nationwide are parents of current or former Head Start children, according to H.H.S. For every four children enrolled in the program, the department says, there are at least three Head Start parents providing some form of volunteer service.

● **Social-Service Assistance.** In a fourth component of the program, Head Start employs social-service coordinators to work with families, referring them to the appropriate local agencies for needed assistance.

A 1970 survey found, in fact, that the existence of Head Start programs in a community may have an impact on the provision of such assistance. In the 48 communities with Head Start programs surveyed, more than half had made 25 institutional changes consistent with Head Start goals. Among the changes cited were increased educational opportunities for the poor and minorities, better health services for children from low-income families, and greater use of low-income community members in community decisionmaking.

### 'National Commitment'

In the 1965 White House ceremony at which he signed the legislation making Head Start a permanent part of the nation's educational system, President Johnson called the program a symbol of "our national commitment to the goal that no American child shall be condemned to failure by the accident of birth."

In 1969, the program, which by now served 663,600 children a year, was moved from the O.E.O. to the Office of Child Development in the Department of Health, Education, and Welfare. Since then, it has become a program within the Administration for Children, Youth, and Families in the Department of Health and Human Services.

On the program's 15th anniversary in 1980, a panel convened at President Carter's request by the late Patricia Roberts Harris, then secretary of Health and Human Services, concluded that "Head Start's successes are impressive."

### Program's Critics

Nonetheless, Head Start has not lacked criticism during its 20-year history. Early press characterizations of the program as a way to help "backward" children from "crowded, repressive homes" made some local officials shy away from it.

In Mississippi, says Mr. Sugarman, most school officials refused to sponsor the early Head Start programs because of community opposition to integration.

Critics also charged that the program's implementation had been hurried, with some 45,000 teachers taught about their jobs in one-week crash courses and with some towns given less than six weeks to determine how to qualify for the federal grants.

Today, Head Start still faces problems of identity, funding, and future growth. Problem areas cited in some recent federal and local evaluations of Head Start's effectiveness include insufficient staffing, the failure to extend services to children (particularly younger ones) and families who could benefit from them, the unevenness of services offered in different localities, a failure to involve enough parents, un-

*"It's been a great 20 years. Every year I try to take pictures of the kids and put them in an album I received from my first Head Start class. My book is so full!"*

*"Last week a parent came up to me and said, 'Aren't you Mrs. Baines? You had my little boy in Head Start. I'm going to have him come by and see you. He's in 12th grade now.'*

*"When he came by, I looked up at this tall boy and said, 'This can't be.' I talked to him and asked him how he was doing in school. He is in an advanced math class and an advanced reading class. I was so proud of that boy! It just makes you feel so good, knowing you had a part in that. When you're there with those kids everyday, maybe you don't see it, but once they leave you and someone tells you they're doing well, that's the rewarding part. Then you can really say, 'Head Start works.' "*

**—Roberta Baines, Head Start teacher for 20 years in Louisville, Ky.**

realistic expectations and goals, and increasing bureaucratization.

"While Head Start clearly owes its existence to the idealism of the 1960's," notes a report by the 15th-anniversary committee, "it has sometimes been a victim of the period's unrealistic expectations."

Head Start's comprehensive approach, the committee wrote, "has created confusion concerning which goal should take precedence—increasing children's I.Q. scores and/or educational achievement, or improving their health and overall sense of well-being." And the program's focus on parental involvement, the panel noted, has led to questions about its identity—is it for children or for adults?

Finally, said the committee, the local flexibility that has been a key to Head Start's success has also produced variations in programming that contribute to charges that the effort lacks sufficient "quality control."

Sarah Greene, president of the National Head Start Association, the 15-year-old umbrella group that works to improve the program's services, says the quality of Head Start is jeopardized most by inadequate funding.

"Even though Head Start has gotten an increase every year," she notes, "it's certainly far from the national norm in terms of meeting the cost-of-living increase." Many programs, she says, have had to make cutbacks.

"Head Start has had a 'Perils of Pauline' existence," acknowledges Edward F. Zigler, a member of the original planning committee who has been involved with the program for 20 years in various capacities and now directs the Bush Center in Early Childhood Development and Social Policy at Yale University. "It's almost gone under several times."

Yet, he says, "Any important decisionmaker who has ever seen Head Start, ever gotten close to it, has become a champion of the program because it has that kind of appeal."

In particular, says Mr. Zigler, the work of Head Start parents has kept the program alive. "They lobby for this effort," he says. "It's a tribute to our country that economically disadvantaged people have been able to be a force, that Congress and the executive branch have listened."

### Research Findings Mixed

The program has experienced similarly mixed fortunes in terms of research. While most early-childhood experts today agree that early-intervention programs that are of high quality make a difference in the lives of disadvantaged children, the findings about Head Start in its infancy were not consistently favorable.

In the late 1960's, the Westinghouse Learning Corporation and Ohio State University conducted a study comparing the performance of children in the country's first 104 Head Start centers with that of children who were not enrolled in Head Start.

The Westinghouse Report, as it was called, concluded that the initial gains of Head Start children over non-Head Start children disappear after the first two or three years of elementary school. The finding was disproved by subsequent research, but the widespread reports of failure it had prompted damaged the project's image.

"The research side of things almost destroyed us several times," says Mr. Zigler. "And then it saved us in the end."

Among the research studies that "saved" Head Start was one conducted by the Consortium for Longitudinal Studies, which found that Head Start students were less likely to be in spe-

*"Head Start in many ways represents what is best about this nation—the joining together of diverse peoples in a common effort to help those less well-off. . . .*

*"In the case of Head Start, the simplest approach has also proven to be the wisest: Strengthen a child's body, make sure he or she can see and hear properly, and it is surprising how motivated that child will be to learn. Increase parents' self-esteem and confidence as the primary educators of their children, and the children will respond with a sense of worth and hope."*

**—"Head Start in the 1980's: Review and Recommendations," a report requested by the President of the United States, September 1980.**

cial-education classes later on than similar children who had not attended the program.

In 1983, the High Scope Educational Research Foundation of Ypsilanti, Mich., found, after a 22-year longitudinal study of disadvantaged youths in preschool programs, that high-quality programs such as Head Start reduce the costs to society of special and remedial education, welfare, and criminal justice.

"On a wide range of measures of school and life success," the High Scope study said, "young people who had attended a quality preschool program on average significantly outperformed youngsters who had not."

Evidence from a study of Head Start by the Children's Defense Fund, a child-advocacy group in Washington, D. C., corroborates the Michigan study.

Head Start children, the C.D.F. found, show lasting gains in school performance and achievement on standardized tests. They score higher than comparable non-Head Start children on preschool achievement tests that measure the cognitive abilities of young children. And they perform as well as or better than their peers when they enter public school, with fewer grade retentions and special-class placements.

Moreover, a 1980 study of Head Start by H.H.S. pointed to "evidence of gains lasting as long as 13 years after the children's Head Start or other preschool experience."

"We watch the children grow socially, mentally, physically," says Roberta Baines of Louisville, Ky., a Head Start aide since 1965 and a teacher in the program since 1967.

"You can tell the changes. To me, Head Start works."

### Looking to the Future

Last year, Head Start was reauthorized for two years under the Head Start Act of 1984.

After 20 years, it enrolls 448,250 children in full- and part-day programs. At least 90 percent of these children come from families who live below the federal poverty line of $9,300 for a family of four. Some 42 percent are black, 33 percent white, 20 percent Hispanic, 4 percent American Indian, and 1 percent Asian. Handicapped children make up 10 to 12 percent of the program.

Yet, according to H.H.S., the program serves only 20 percent of the eligible low-income preschool children. And the C.D.F. estimates that more than 1,000 American counties do not participate.

"Clearly, Head Start is an investment that pays off for children, for families, for communities, and for the nation," says the C.D.F. "Yet it reaches far too few of those who could benefit from its services."

In 1980, H.H.S. officials said that "as innovative and successful as the program has been, there are disturbing signs that inflation is endangering the quality of Head Start, with many programs already showing severe cutbacks in the staff, hours, and services offered."

These problems notwithstanding, the friends of Project Head Start cite the program's success over two decades of change as a reason to believe in its future.

"I think it's the most successful social experiment of the 20th century," says Dr. Cooke. "It has enjoyed success through a series of Administrations that haven't always been enthusiastic about social programs. Its endorsement by this Administration at a time of major budget cuts is a testimony to its strength.

"Head Start hasn't just succeeded," he adds, "it has flourished."